

*Original w/AT 1/11/81, 7EPTS*

2 January 1981

MEMORANDUM FOR: Chief, Information Technology Branch, RMD

FROM: [REDACTED]

Information Technology Branch

SUBJECT: A Study in Spaghetti: CIA Audiovisual Programs

I. INTRODUCTION

1. The audiovisual programs of the CIA are extensive and varied and are subject to degrees of records management control which range from complete to non-existent. The management of audiovisual records as a "records management function" is stated in [REDACTED] which sets an objective of achieving "the effective creation, maintenance, use, and disposition of audiovisual and related records by identifying audiovisual and related records to be created and maintained; establishing standards for maintenance and disposition of audiovisual and related records; providing for the necessary level of control for secure storage and preservation of audiovisual records; and reviewing audiovisual recordkeeping practices on a continuing basis to improve procedures." Audiovisual records are defined as including "program and information motion pictures, still pictures, sound recordings, video recordings and related documentation." Audiovisual records management responsibilities are among those programs included in the requirements of Title 44 of U.S. Code. Basic policies and procedures are set forth in [REDACTED] as amended in October 1979 (Attachment 1).

2. Two General Records Schedules apply to audiovisual records. Number 21 of 18 January 1977 covers motion pictures, sound recordings, video recordings, still pictures, and appropriate finding aids. However, aerial photography is covered under general schedule Number 17 of 18 March 1977 which deals with cartographic material and remote sensing imagery. The National Archives and Records Service (NARS) has placed emphasis on the management of audiovisual records as part of the general area of "nontextual" material. This point was stressed in its Fiscal 1979 report to Congress on Federal records disposition activities and highlighted in the covering letter of 26 June 1980 of the copy of that report forwarded to the Chief/RMD by the Acting Assistant Archivist for Federal Records Centers (Attachment 2). The DIS officially informed NARS on 17 November 1980 that the management of audiovisual records was "covered by Agency regulatory issuances governing the creation, maintenance, use, and disposition of all records." (Attachment 3).

3. This memo synthesizes the results of my survey of identified Agency audiovisual production and collection programs. The basic purpose of this survey was to obtain an overview necessary to develop any kind of intellectual control over the efforts and products involved. My primary sources of

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information were component records management officers and the personnel responsible for conducting the programs themselves. (A list of those contacted is attached as Appendix B.) The records schedules examined were those held by RSB/RMD. The study includes those audiovisual materials defined in [ ] but has been expanded to include graphics and other visual aids. These materials will be discussed topically because in several cases audiovisual programs are run as consortia among several components and across directorate lines. However, since the OC Media Center [ ] actively produces a variety of multimedia audio-visual material, that component will be discussed separately in Appendix A as a unique entity, in order to present the comprehensiveness of its activities. A record of meetings and telephone conversations has been kept.

## II. STILL PHOTOGRAPHS

1. The "mother lode" of still photographs in the CIA is located in OCR's Central Libraries Division (Pictorial Services Branch). This collection consists of [ ] The master negatives are maintained centrally in PSB and are keyed to a six-digit accession number. The positive prints are kept on a decentralized basis in the various area branches of OCR's Information Services Group. [ ]

These photo collections are scheduled according to items 17-18, 20, and 48-49 of the OCR schedule.

2. In OL/P&PD, my enquiries resulted in the indentification of a collection of still photographs totaling c.45 cubic feet which are kept in about five five-drawer file cabinets. This collection consists of the pictures taken on various occasions over the years by official P&PD photographers. The responsible staff regards it as the official historical photographic record of the CIA. The collection has been catalogued for internal use and includes both positive and negative prints. [This material has not been scheduled.]

3. As a result of my enquiries, the RMO of OPA/ODCI took the first comprehensive survey ever of that component's audiovisual holdings. This survey identified a diverse collection of photos, the existence of which, like pre-Columbian America, could only be hinted at. This photographic collection is as follows:

250+ out-takes from 1978 photographic project to prepare "official" photos for public distribution

Photo album containing 49 sample Agency-related photographs

Stock of 5-10 each of 49 sample photographs in 5x7 color and B&W

50 black and white and color 8x10 photographs of DCI and DDCI

10 each color of selected Agency officials (i.e., DDA, DDS&T, etc.)

- 5 each 8x10 black and white of former DCI's
- 1 each 8x10 color of DCI portraits
- 50 each 8x10 color of Agency medals
- 50 each 8x10 black and white of Agency memorial stars
- 100 8x10 color prints of Agency seal
- 100 8x10 color prints of Agency building (two different shots).

The still photography is scheduled as permanent under item 8 of the schedule for the "Office of the Assistant to the Director (Public Affairs)" and item 15c of the ODCI schedule which pertains to "gratis photograhics handouts."

4. Since photography is the business of NPIC, that component has an enormous collection of still photographs, generally in the form of 35mm viewgraph slides and 8x10 photographs organized by area, country, and place. The volume of this collection is 18,116 cubic (or 28,518 linear) feet. This includes the c.1.5 million item all-source ground photo collection which is organized into an file of black and white mounted and captioned photos and a smaller (and somewhat duplicating) color slide collection. There is a complex manual control system for the ground photo collection; the photos are organized alphabetically by country and thereunder are color coded (by tabs) to subjects. Out-of-date pictures are removed and replaced. All this material is scheduled (most as permanent) under item 49 and supplements in the DDS&T schedule. [There is some inconsistency and incompleteness in the schedule] ?? concerning retention but the RMO has stated that all of the material is permanent.]

### III. MOTION PICTURES AND SLIDE SHOWS (AND SOME VIDEOTAPES)

1. The primary component for motion picture activity is OCR's Central Libraries Division. This division has all-source procurement effort and a separate procurement budget. Support is given <sup>(a)</sup> not only to the CIA components but to IC agencies as well. Four persons in the division's Pictorial Services Branch are responsible for servicing the program. The largest percentage of these films are used for training purposes. Other uses are the support of analytical activities and overseas operations. This collection consists of approximately 30 thousand films (including videotapes, which are not recorded separately), of which 19 thousand are unique titles. These films are either at Headquarters, on loan overseas, or at the Agency records center. This material is kept under intellectual control through the MOPIRE automated retrieval system by which films may be called up by title, subject, film number, area, key word, or loan status. The film library is scheduled for permanent retention under item 46 of the OCR schedule.

2. OTE is one of OCR's chief customers. To avoid the accretion of permanent collections (due to severe limitations on storage space), OTE as much as possible seeks to obtain its films and videotapes on a loan basis from OCR. This function is performed by the Audiovisual Section of OTE's Instructional

Support Branch, which is responsible for procuring the material required for assisting instructional efforts. The branch is essentially a clearing house and does no production of its own, but does its ordering and purchasing through OCR, which retains custody of the material involved. [However, films are referred to in item 44 of the OTE (nee OTR) schedule, which denominates them as permanent.] ?

3. OPA/ODCI, in its present incarnation, is responsible for two slide shows: "Intelligence Is: The CIA and Its People", a 15-projector presentation permanently installed in the auditorium, and another on the OPA itself (in one and two projector versions). "Intelligence Is" was prepared by an outside contractor, David Tesanelli Associates of Washington D.C., who subcontracted the project to Visual Associates, also of D.C. The presentation on OPA was originally prepared by the NFAC Television Center and an updated version was done by OL/P&PD. A single projector version of "Intelligence Is" is currently in production and there is a collection of outtakes from the production which is held by OPA for possible use by OGC and other CIA components. None of this material is scheduled.

#### IV. SOUND RECORDINGS

1. FBIS makes taped sound recordings in all its bureaus. These tapes are retained for 30 days or 60 days, depending on whether the material is non-Communist or Communist (respectively) in origin. Afterwards, the tapes are erased and reused. An editor in the FBIS bureau selects relevant material from these tapes for incorporation into the appropriate Daily Report. These reports are preferred by analysts for their work but they can request raw coverage if they act in time. The FBIS Field Publication Schedule details coverage on a monthly basis. FBIS maintains a permanent collection of recorded speeches of world leaders. Each bureau forwards its contribution to the component RMO every six months. At the present time, such holdings total 72 feet in volume. This material is scheduled as permanent under item 55 of the old DDI schedule.

2. The exploration of audiovisual holdings in OPA has led to the discovery of approximately 180 tapes of public speeches by present and former DCI's, DDCI's and other high-level Agency officials. These tapes are stored in seven "shoeboxes", divided approximately 4-3 between present and past incumbents.  
\* None of this material is scheduled.

3. OTE is one of the primary users of sound recordings and, in fact, maintains its own sound studio. The office has approximately 40-45 thousand language tape cassettes. These are obtained commercially or from other agencies such as the Departments of State and Defense. Since many commercial tapes are not entirely suited for CIA use, OTE instructors frequently make their own in the sound studio. The tapes are kept as long as needed and, if necessary, replaced by updated material. Tapes of Agency-wide instructional value are placed in the Self Study Center, which according to the September 1979 inventory (still essentially correct) has 6,600 audio cassettes (110 cubic feet). An official list of Self Study Center programs is appended as Attachment 4. Sound recordings are scheduled as temporary under items 67b (language training tapes and cassettes) and 139 (magnetic tapes and cassettes) of the "OTR" (i.e. OTE) schedule.

V. VIDEOTAPES (PRIMARYLY)

1. As mentioned in Section III(1) above, OCR's videotape holdings are not counted separately but are included in the motion picture holdings described there in as being held by its Pictorial Services Branch. The videotape is not scheduled in the OCR schedule but the RMO intends to revise that schedule to include videotape at some future date.

2. OPA has one video cassette, containing a compilation of all TV shows done about the CIA by PBS and the commercial networks. It was made by OCR's Pictorial Services Branch. It is not scheduled.

3. In FBIS, television monitoring and videotaping is done under the oversight of the Field Coverage Staff. The bulk of such monitoring done on a regular basis at the present time is carried out by the bureaus in London, Vienna, Hong Kong, Seoul, and Key West.

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Coverage content is advertised through Videotape Selection Lists, which are prepared in the field and routed to OCR/PSB. This branch, in turn, distributes them internally and receives customer requests, which are routed back to FBIS. Sometimes requests come directly to FBIS for coverage of upcoming events which are of particular interest to analysts. Most tapes are erased for reuse but "permanent" tapes are sent to OCR. Separate volume figures are not available. The decision to retain a tape permanently is made by individual NFAC analysts, who judge it to be of exceptional value. Such tapes constitute only a small percentage of those produced. FBIS videotapes are covered under item 54 of the DDI/NFAC schedule which makes them temporary. This item is related to item 46 of the OCR schedule, which, as mentioned in paragraph 1 above, must be modified to specially describe them.

4a. The NFAC Television Center, part of OCO, is the center of CIA's nascent television industry. The program was begun around May 1978 as a joint NFAC-ORE project to develop intelligence material for dissemination on tape rather than paper. Early in 1979, the program became the exclusive responsibility of NFAC. The staff is fairly small and comprises both staff personnel and contractees (i.e. engineers from RCA). About 20 videotapes have been prepared over the past two years, generally on 3/4-inch videotape. These range in sensitivity from unclassified to TK. Dissemination is limited, but tends to be on a high level; several productions were shown to the President, Vice-President, and National Security Adviser.

Productions have included a primer on telemetry, a study of (NPIC), three tapes on the APEX system (which, at the direction of were made in runs of one thousand copies each), and various slide shows on the organization and functions of various NFAC offices. The office also has a number of highly classified optical video discs made about four years ago (in OCI) with the help of technicians from Universal Studios for use in training and briefings. These cannot be viewed at the present time because the viewer is out of order. OTE has approached the Television Center about taking over the management of the auditorium; a suggestion which was rejected because there is insufficient staff for the responsibility.

4b. Currently, Television Center production is in the format of offscreen narration over graphics. Although some ideas are internally generated, ad hoc requests are the basis for such production. The staff does its own searching for raw material and script writing. Time and resources are the primary limitations on production. There are three artists in OGSR who do art and camera work over a light table. NFAC production offices are contacted both for ideas and material. In addition, the resources of the NARS National Audiovisual Center have been utilized and the staff also wants to make use of the FBIS capacity for monitoring foreign TV output, but presently this can be done only with difficulty through filming and recopying by OL/P&PD because the CIA does not have a highly expensive direct conversion unit. Distribution of the output is currently done through informal contact with NFAC production offices but it is hoped that the Center's productions will be included on the NFAC weekly publications list. Early in 1980, arrangements were made with OCR/CLD to receive the original and one copy of each videotape produced for permanent retention. When copies are requested, OCR, through OL/P&PD, arranges for copies to be made by Byron Picture Laboratories but, currently, P&PD is in the process of obtaining its own facility to replicate 3/4-inch videotape. Outtakes and raw footage are erased for reuse. Videotapes are not included in the existing NFAC (a.k.a. DDI) schedule. The OCO/RMO believes that item 19 of that schedule (which pertains to "intelligence publications") should be modified to specifically include a reference to those which happen to be on videotape.

5. The Instructional Support Branch of OTE is involved in a variety of videotaping activities. Two staff members at Headquarters are responsible for videotaping the events which transpire in the auditorium and the educational activities taking place in room 1A07. Portable equipment is used and filming is done on the basis of ad hoc requests. These tapes are forwarded to OCR or to the Self Study Center. As of September 1979, the Center reported 1140 videotape units (153 cubic feet), a figure which is not believed to have changed since. Tapes for "non-administrative" subjects are kept for varying lengths of time; retention of tapes of the outside speakers varies according to the speaker's importance; tapes of the retirement seminars are updated annually and the old one is destroyed after three months; and those relating to foreign posts are maintained as long as current. OTE also makes videotapes in its own studio in the Chamber of Commerce Building as special tapes are needed for classroom instruction and then disposes of them when no longer needed, since the Office makes an effort to avoid permanent collections. To assist in making tapes, OTE has two to three hours worth of assorted stock footage. Videotapes made on request are turned over to the requestor, who controls distribution thereafter. As with films, videotapes are obtained through loan or purchase by OCR, which loans them to OTE. Currently, OTE's videotapes are not scheduled but the RMO is in the process of revising item 44 of the schedule to include them.

## VI. MODELS

1. Over the past fifteen years, NPIC has prepared approximately 300 models based on overhead photography for use in briefings. [These models are scheduled as temporary under a subsection of item 49 of the DDS&T schedule and an elaborate disposition scenario is prescribed but, according to the RMO of NPIC, the models are still at hand.]

VII. GRAPHICS (HUMAN)

25X1 1. The Office of Communications maintains a modest graphics program outside its Media Center [redacted] Any OC component can request visual aids for training and briefing purposes. These are prepared by OL/P&PD. These visual aids are scheduled under item 2 of the component schedule. Generally, they are considered temporary and are discarded when no longer needed. However, those which the Director of Communications particularly likes are retained permanently, both as an 8x10 print and a negative. No record of volume is kept because the amount of material concerned is exceptionally small.

2. Three artists comprise the Graphics Section in OTE's Instructional Support Branch. The section supports the teaching efforts of OTE, although "about two percent" of the work orders came from outside that office. The time factor determines whether or not outside work will be accepted. Actual production is done by OL/P&PD and the final product is sent on to requestors. However, the office does keep the original copy, a negative, and a few display copies. These copies are stored in the office or at the records center for a year, and are then disposed of, after a check with the original customer to see if the material is still desired. Storage space problems preclude the retention of bulkier material and there are statistics available concerning volume of holdings. Projects are all done upon request and are custom-designed for individual courses, based on changing needs and information. The graphics are designated as temporary under items 48 and 50 of the component schedule.

3a. The Visual Information Staff (of five) is attached to the O/DDS&T and accomodates a variety of requestors. Although intended to support the work of a particular directorate, it performs work for anyone who walks in the door, from anywhere in the Agency, with a graphics request. Projects are not self-generating but are handled on an ad hoc basis. The projects come to the staff in many cases because someone, somewhere in the Agency, remembered that there had been a graphics production unit somewhere in, or around, the O/DDS&T in times past and took their needs there, irrespective of what other facilities may exist. For example, this staff is responsible for preparing the charts and visual aids for budget briefings and submissions to Congress by the Comptroller, both for the CIA and for the various components of the IC Staff. Another responsibility is to prepare visual aids for Congressional briefings by the DCI. An entity of the DDS&T came to have such function a number of years ago, when Richard Helms was DCI. The graphics unit was part of the Comptroller's office, and that component wished to get rid of it, so the staff was transferred to the DDS&T. However, individuals in all the ODCI components remembered it and continued to bring in business.

3b. The staff does not have a records management program as such, not any filing plans or inventories. The members of the staff should not be faulted for this, since their responsibilities are elsewhere. In response to DDS&T requestors, it is the staff's practice to return all material relating to a completed project to the requesting office. On the other hand, the originals of budget charts are retained for three years (to provide for annual revisions) and are then discarded. These jobs are filed under a project number-year system (e.g. 582-79). As with the OTE, there is a problem of storage space. Graphics material is scheduled in the DDS&T records schedule. Under item 49g, permanent retention of a record copy is authorized and disposition of other

copies is authorized when superceded or no longer required. An examination of the schedule for the comptroller's office reveals that, under item 24, briefing charts are temporary and are to be destroyed when superceded, obsolete, or no longer required. Budget submissions (presumably containing appropriate art work) are scheduled as permanent. In the ODCI schedule, there is no specific reference to graphics but the RMO of that component stated that such material is not identified separately but is filed in the folders relating to a particular briefing as part of the background material. These files are organized by individual briefed (e.g. the President, Vice-President, Secretary of Defense) and date of briefing. The entire file is then scheduled according to standard policy.

4. NPIC has a graphics unit which prepares the overlays for maps which are obtained from OGSR. These are reproduced in microfiche format for permanent retention in the component film library. NPIC also prepares briefing boards, although fewer (relatively) than in previous years, because of a current preference for other forms of visual aids. After use, these boards are microfished and disposed of. The fische are retained actively for two years, entered into the component's ADP retrieval system, and retired. No separate volume statistics appear to be available.

5. Independently of the DDS&T Visual Information Staff, OD&E maintains a small (two person) graphics operation which prepares viewgraphs on an ad hoc request basis which are used for information support of the various OD&E programs

25X1 This function was established about thirteen years ago when an Office director had a separate graphics unit organized to avoid waiting in the preparation of component graphics projects. A records management program was developed out of necessity. A ledger is kept into which requests are logged by hand. Jobs are listed by project number, description, date in and date out. The project numbers are drawn from the <sup>OK</sup>blacks of TS, TSC, B numbers etc. assigned to the office. The project case files are organized by year and thereunder by date and requestor. All artwork used to prepare an individual project is kept in a case file and all finished artwork goes to the customer. The project files are kept for four years and are then disposed of.

#### VIII. GRAPHICS (UNHUMAN)

1a. Computer graphics, an extremely new and dynamic field of cybernetic technology, is in Agency use. Perhaps the most elaborate, impressive, and costly manifestation is the "Genigraphic" system which is used by the Graphics and Visual Aids Staff (GVAS) of OL/P&PD in a condominium arrangement with the Cartography Division of OGSR in NFAC. The GVAS program is approximately four years old. (The earliest correspondence is dated in 1976 and the earliest production records date from 1977.) Jobs were originally contracted out on a piecework basis to a McLean firm, [redacted], and later rationalized to a budgeted contract basis, but this procedure is now being phased out due to high fees and the security problems caused by the large volume of top secret material involved. Instead, the work is being sent to OGSR for completion in that component's computer graphics machine. GVAS is responsible for layout and design work. The drawings are done on acetate grids which can be used as copy overlays for the graphics machine. Acetate boards have been eliminated and a picture can be prepared for copying in one-third as much time as before. Actual production is carried out in OGSR.



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1b. The system used to support GVAS is OGSR's Cartography Division is the "Genigraphic", although there are also several others. This system is "politically sensitive" in that it is so elaborate and costly that its use has been repeatedly reviewed by Congress and there has been considerable discussion over who should control it. At present, this system does 80 per cent of NFAC's graphics. At issue is the question of whether the machine should support other Agency components or whether these components should (a) acquire their own machines or (b) contract out. This issue is of moment because considerable sums of money are involved. The machine itself is quite remarkable; for the uninitiated, watching its use holds the same fascination that a chimpanzee would find playing with a mirror. Essentially, the machine is programmed with functions ("routines"), color codes, shapes, and symbols which can be called up on a CRT with a light pencil and controlled in location and design from a keyboard. The pencil can modify the basic routines and lay out design and patterns over "stored" forms. Requests for jobs come in in all types of formats, including crude pencil drawings. OGSR and GVAS are developing a cooperative use arrangement for the machine which entails the seconding of a P&PD staff member to OGSR in return for the provision of one man-year of support. This arrangement, it is believed will offset the complicated problems arising from having two staffs examine customer requests.

1c. The records management program for these computer graphics appears to be developing on an ad hoc basis. The programs are on floppy discs (which have replaced paper tapes) that are stored in OGSR or at CTI (which charges a reproduction fee), although nineteen of them are in GVAS. The image can be converted to a slide or viewgraph by video reproduction means. In GVAS, each disc and slide has a unique recall number, which is used for callups for updating. The office keeps fourteen loose leaf binders of "tech copies" of the slides (i.e. xerox copies) with recall numbers. A four-year retention plan on these tech copies is being instituted and job request forms are filed for two years and are then microfilmed and disposed of. Neither OL nor OGSR has any officially sanctioned, organized records management program for computer graphics material.

2. The Genigraphic method is not the only one in use in the CIA. There are other smaller and unique systems applied elsewhere. For example, NPIC uses a computer graphics method to prepared the map grid layouts used to identify the actual physical geographic location of photos. These grids are printed on maps daily. The hard copies are disposed of but are filmed beforehand as overlays to large scale maps on both aperture cards and microfilm. These reproductions are held in active storage at NPIC headquarters. Other unique systems are undoubtedly present elsewhere but the Genigraphic useage is perhaps illustrative of the problems which arise in the management of this new form of informational creation.

#### IX. CONCLUDING OBSERVATIONS

1. The audiovisual programs of the CIA are not all of one piece. All function efficiently on a limited scale to meet specific needs. These programs did not develop out of any central conception but arose on ad hoc bases in response to the needs of specific components. The manner in which some of these programs operate across component lines is a tribute to initiative and adaptability. In a number of these audiovisual areas, records management policy

has lagged behind the exigencies of administrative need and the development of technology. In other areas, no discernable policy has been developed. Now that NARS has addressed itself to the problem and levied a government-wide requirement in the audiovisual records area, a more integrated policy for this sort of material may be in order for the CIA. Due to the diversity of Agency activities, and the requirements of compartmentation, a "master plan" is not feasible. However, specific procedures should be developed, or existing ones expanded and modified, to cover all aspects of audiovisual record keeping. Such requirements include: (1) scheduling unscheduled records (such as those of OL and OPA); (2) modifying existing schedules to include videotapes; (3) defining records keeping policies in the area of graphics; (4) developing a specific policy for computer graphics; (5) rationalizing the ad hoc arrangements for the Genigraphic unit and the DDS&T graphics section; (6) providing better support for the unique needs of the OC Media Center. No doubt as the matter is considered further, other avenues of attention will be identified. For the present, this study has denominated a broad continuum of problems in this unique area of records management, as well as a medly of solution applied to them by, and within, individual CIA components.

